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ABSTRACT

This paper attempts to interest principals considering site-based management to examine community education as a model for their implementation efforts. The paper first examines the evolution of the community education movement, focusing on major directions and levels of maturity. Next, the unchanging principles of community education (self-determination, self-help, leadership development, localization, integrated services delivery, maximum use of resources, inclusiveness, responsiveness, and lifelong learning) are discussed. Community education's two essential components, program and process, are explained. Next, a 14-step program implementation model is presented, and the implications for site-based management are discussed. Community education and site-based management have similar principles and exhibit the same sense of mission: creating ownership for those responsible for carrying out decisions by involving them directly in the decision-making process. Because of these similarities, both could employ the same implementation strategy. However, two areas of possible conflict (the principal's leadership role and the appropriateness of principal retraining) must be resolved before adopting the model presented in this paper. (16 references) (MLH)

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Community Education as a Model for Site-Based Management Implementation

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Community Education as a Model for Site-Based Management Process Implementation

This paper will first attempt to explain the concept of community education by looking at the aspects most essential to understanding its complex nature. It will examine the six-decade evolution of community education focusing on some of the directions in which it has extended itself, and the levels of maturity through which the movement has moved and grown.

It will then examine the stable aspect of community education, the bedrock on which the movement has been built: its basic and unchanging principles. It will present an explanation of community education's two essential components, program and process, and explain how these work in tandem to make the concept a reality. And finally, the paper will present a model for implementing community education as a new and innovative concept.

This presentation is an attempt to interest the principal who is considering site-based management to examine community education--its evolution, method of implementation, program and process--as a model for his or her implementation efforts.

Site-based management is a concept very close in nature to community education. Like community education, it seeks to better the educational outcomes (student achievement) of

its local site (the school). The method it utilizes is the same as with community education--appointing a change agent (the principal) who will be expertly trained in group process work (formally update skills) so that s/he can successfully involve community members (teachers) in participatory decision-making (school councils) and leadership development (staff development, group process experience).

This change to decentralized decision-making results in an utter transformation of the community (school). It becomes a different entity altogether, in its nature and organizational structure as well as in its programs. The resulting outcomes (student achievement, school operations and programs) are "best" for the community because they are designed by its own people (total staff, possibly parents and others) to respond to its own community. And the programming is dynamic, innovative and flexible, continually being refined and adapted to reflect the changing needs of its people.

And so, in the elaboration that follows, the principal considering site-based management will recognize his/her own school situation in the language of community education.

The paper will conclude by addressing some of the most pressing issues in the consideration of site-based management. It responds to a principal's concerns about change, power, innovation and outcomes by stating what we know has held true over the years in the development of

community education, and it raises some concerns about those issues as they are are presently playing out in the development of site-based management.

The Evolution of Community Education

The movement finds its origins in the educational philosophy of John Dewey "whose School and Society, published in 1899, was the first book to stress the schools' social responsibility to improve the community as well as educate the child..." (Zemlo et al., 1989, p. 12) Thirty two years later, that theory was sorely tested:

> The stock market collapsed in 1929....The banks closed in 1931. The country was partially paralyzed by the economic disaster....The local community became, abruptly, the setting for a dramatic human struggle to survive. The South--especially the rural South -- recognized school-community cooperation as a practical step toward more effective use of limited resources to solve serious economic and educational problems. (Seay, 1974, pp. 21-22)

It was at this time that "Elsie Clapp, a teacher profoundly influenced by Dewey, developed two of the first community schools, one in Kentucky in 1929, and another in West Virginia in the 1930's." (Zemlo et al., p. 12)

> Clapp defined a community school in one of the significant books on community schools written during the period, as follows: "A community school foregoes its separateness. It is influential because it belongs to its people. They share its ideas and ideals, and its work. It takes from them, and it gives to them....Changes in living and learning are ...produced...by creating by people, with people, and for people." (Berridge, 1969, p.21)

In many other cities people began to see school - community cooperation as a necessity. "Frank Manley, a

physical education teacher in Flint, Michigan, accepted a $6,000 grant on behalf of the Flint Public Schools from the C.S. Mott Foundation in 1935 to implement a program centering on 'helping people help themselves.'" (Edwards, 1989, p. 17) through health, recreation and adult education activities held at neighborhood schools. This was the beginning of a model school system which has since attracted thousands to Flint to see community education in action.

One way to examine the development of community education over the years is to examine the symbols used by its leaders to visually portray the concept. During these early years, the symbol was a lighted schoolhouse, a picture of the neighborhood school reopened at night. The light shining from its windows beckoned community residents to use the schools as a resource for improving their lives through an array of new programs and services. The accompanying motto read, "Helping people help themselves." The emphasis here was on the school as a vehicle or a delivery system.

The 1950's was a period of growth and acceptance for the community school concept as educators from around the country attempted to implement programs similar to the Flint model. It was also a time of transition. Once neighborhood citizens became involved in determining their own needs, community school coordinators found themselves forever changed. They became immersed in a variety of issues, problems and concerns--"education, recreation, social services, politics, counseling, and many other areas. The

need to expand their professional horizons became clear, so a Center for Graduate Study in Community Eduation was established through Eastern Michigan University in 1955. The Center offered a master's degree in 'Community Education Leadership.'" (Edwards, 1989, p. 17)

The 1960's and 1970's saw a shift in focus, from the school as delivery system to the professional administrator as a coordinator of resources. The term "community schools" was replaced by the more comprehensive idea of community education. The symbol that visually depicted community ed8cation was now the umbrella which pulled under its expansive cover, a variety of community resources.

The coordinator scanned the community for needs and resources and acted as the matchmaker who pulled all elements together to achieve the right fit. He or she was a catalyst, a creator of synergistic events.

While moving from the use of volunteers and part-time personnel to full-time trained coordinators, community education was also expanding as a professional movement. Leadership training was offered in Flint, Michigan and nation-wide at many newly-created university centers for community education. State and federal legislation was signed supporting community education and state department positions were created. "It was, in many ways, a time for community education leaders to develop their own 'sense of community.'" (Zemlo et al., 1989, p. 14)

In the 1980's, the symbol for community education became two stylized cartoon people standing side by side with arms hugging shoulders in friendship. The accompanying motto reads, "Everyone teaches. Everyone learns." The focus of community education had now become the empowering of people and the building of community. Today's leaders "see the school-community relationship as a partnership; the problems of one are viewed as the problems of the other." (Zemlo et al., 1989, p. 15)

In 1972, Minzey and LeTarte wrote that when "community self-actualization is achieved...the ultimate in the potential of Community Education is realized." (p. 41) They further elaborated: "When a community is capable of the initiative and sustained action necessary for attacking and solving its own problems, and when it is moving in the direction of the fulfillment of individual and community needs and community potential, then it can be said to be self-actualized." (p. 33)

We have seen in the evolution of the community education movement, a shift of focus away from program toward process. And so it is with the personal evolution of the coordinator and of the community: once one actually experiences the empowering nature of the community education process, there is a redirecting of efforts towards its continued use. When one experiences its successes, there is a growing confidence in and a new dependence on that process as a continuous method of operation.

Today community education administrators have moved beyond the school site to the larger community where they jointly conduct programs in many areas. They are long-range planners, organizational trainers, mediators and negotiators who involve community members in problem-solving networks. (Zemlo et al., 1989)

Principles of Community Education

Throughout this sixty years of change and evolution, the basic principles of Community Education have remained the same. In 1989, Larry Horyna headed a subcommittee of the National Coalition of Community Education Leaders in its task to agree on "a set of principles that, taken together, would outline the scope and character of community education." (Decker, 1989, p. 7) The group formulated the following list:

> Self-determination Local people are in the best position to determine their community needs and wants. Parents as children's first and most important teachers, have a right and a responsibility to be involved in their children's education.
>
> Self-help People are best served when their capacity to help themselves is encouraged and enhanced. When people assume ever-increasing responsibility for their own well-being, they build local leadership and independence, rather than dependence.
>
> Leadership development The identification, development, and use of the leadership capacities of local citizens is a prerequisite to ongoing self-help and community improvement efforts.
>
> Localization Those services, programs, events, and other community involvement opportunities that are brought closest to where people live have the greatest potential for a high level of public participation.

Whenever possible, these activities should be decentralized to locations of easy public access.

Integrated delivery of services Organizations and agencies that operate for the public good can use their limited resources, meet their own goals, and better serve the public by establishing close working relationships with other organizations and agencies with related purposes.

Maximum use of resources The physical, financial, and human resources of every community should be interconnected and used to their fullest if the diverse needs and interests of communities are to be met.

Inclusiveness The segregation or isolation of people by age, income, sex, race, ethnicity, religion, or other factors inhibits the full development of the community. To the greatest possible extent, community programs, activities, and services should involve a broad cross section of community residents.

Responsiveness All public institutions have been created to serve people and have a responsibility to develop programs and services that respond to the continually changing needs and interests of their constituents.

Lifelong learning Because people continue to learn from birth until death in order to cope with new and changing conditions, formal and informal learning opportunities should be provided throughout their lives in a wide variety of community settings.

Program and Process Differentiation

Practitioners are often hard-pressed to adequately and succinctly explain community education. The layperson, more aware of the result or the end product, often sees community education as a "program." Community educators, on the other hand, are focused on the method of operating, and are usually vocally adamant that community education is not a program, but a "concept," "philosophy," "delivery system" or "process."

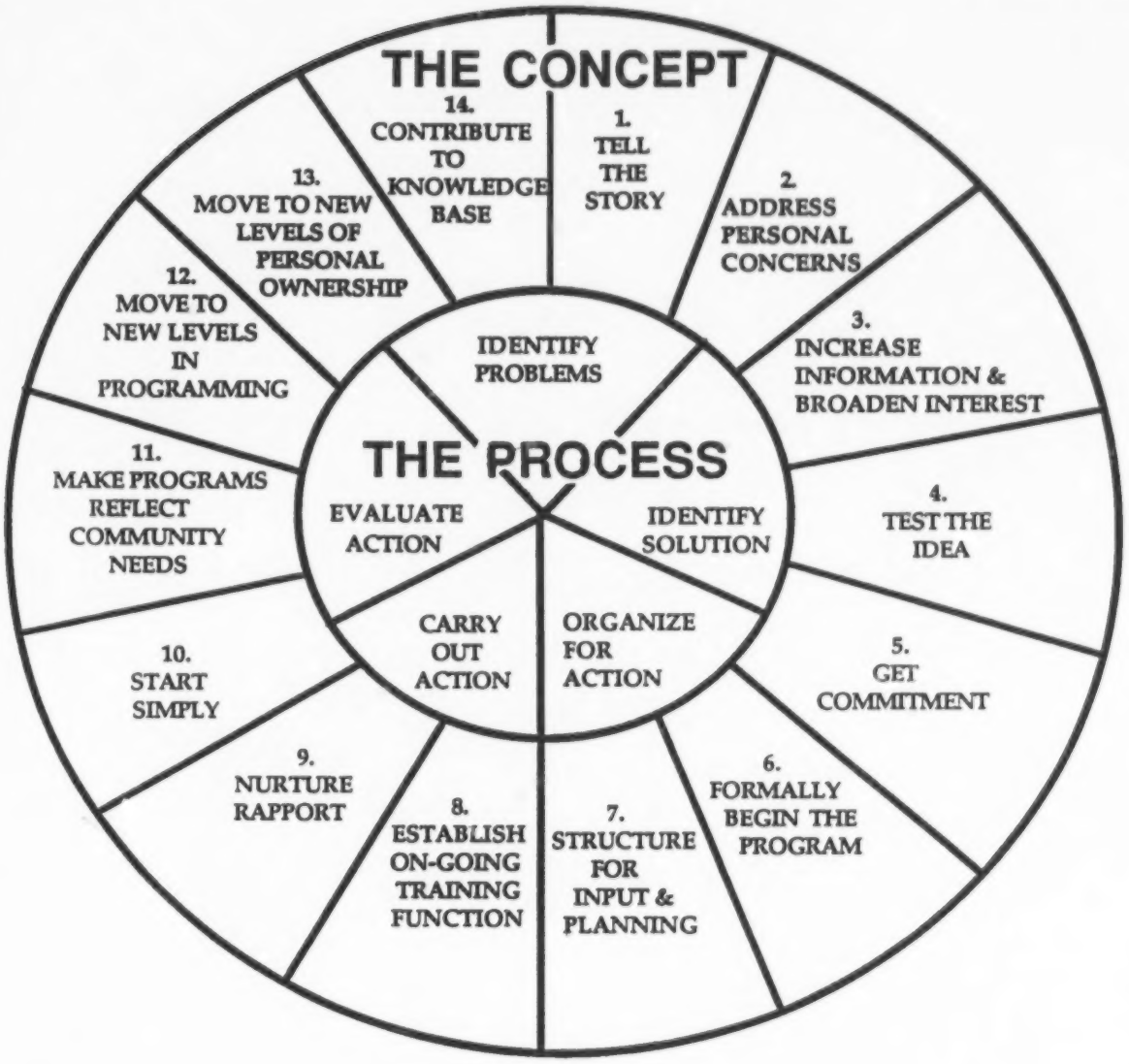
There are indeed these two aspects to community education: program and process. The essence of community education is the process. The results of the process are the programs. Community educators usually do not think in terms of specific programs because they have learned that they cannot predict what those programs will be. Rather, they think of how to organize people and develop problem solving mechanisms. Once these elements are in place, appropriate programs take shape in a timely manner.

Programs are based on the needs of the community as determined by various structures for community input: needs assessments, both formal and informal; a lay advisory council representative of the community; task-specific action groups that may be ad hoc or permanent standing committees (Zemlo et al., 1989); various community committees, boards, clubs and organizations. These are vehicles for carrying out the planning and problem solving process.

Implementation of Community Education

The model below outlines the steps for implementing the community education concept, action that is continually driven by the inner workings of the planning and problem solving process:

IMPLEMENTATION


THE CONCEPT
1. TELL THE STORY
2. ADDRESS PERSONAL CONCERNS
3. INCREASE INFORMATION & BROADEN INTEREST
4. TEST THE IDEA
5. GET COMMITMENT
6. FORMALLY BEGIN THE PROGRAM
7. STRUCTURE FOR INPUT & PLANNING
8. ESTABLISH ON-GOING TRAINING FUNCTION
9. NURTURE RAPPORT
10. START SIMPLY
11. MAKE PROGRAMS REFLECT COMMUNITY NEEDS
12. MOVE TO NEW LEVELS IN PROGRAMMING
13. MOVE TO NEW LEVELS OF PERSONAL OWNERSHIP
14. CONTRIBUTE TO KNOWLEDGE BASE
THE PROCESS
IDENTIFY PROBLEMS
IDENTIFY SOLUTION
ORGANIZE FOR ACTION
CARRY OUT ACTION
EVALUATE ACTION

1. Tell the story Although an initial interest in community education may come from many sources, it is important to make sure the Superintendent and Board of Education is approached first. This initial contact

> will be primarily one of information giving, and this step will have to be repeated with all groups within the community....the first exposure should be a peripheral kind of presentation aimed at the overt advantages of opening schools and developing programs for community members. This presentation is intended to initiate the concept at an elementary level of understanding. The concept...is difficult to understand in its entirety. In addition, it is a dramatic philosophical change in educational belief. This combination of depth of conceptualization and change in traditional belief makes it almost mandatory that Community Education be introduced at the rate in which it can be absorbed rather than overwhelming the listeners in an initial contact and subsequently making them apprehensive about any commitment. (Minzey and LeTarte, 1974, p. 46)

2. Address personal concerns The "Concerns-Based Adoption Model" (CBAM), developed at the University of Texas, "suggests that while implementing a new behavior or set of skills people go through very predictable stages. At each stage implementors express different kinds of concerns and have different information needs. After hearing what it is and what it's supposed to do, people will move to a personal level of concern." (Hall, 1973, p. 49) Teachers might fear a loss of control over "their" classrooms wondering if the rooms will be disrupted. Principals will be concerned about the new expectations people will have of them. During this period, it is very important "to provide support and information that is directly related to these concerns and not push too rapidly...." (Hall, 1973, p. 49)

3. Increase information It is necessary at this point to begin in-depth work. A committee--representative of the community--should be appointed for further study. It should include school board members, city council or county commission members, teachers, principals, PTA activists as well as representatives from community groups.

> This group should now be given a more thorough exposure to the concept and its implications. Every effort should be made to familiarize this group with theory and practice related to Community Education. Formal presentations, work sessions, study groups, and visitations are all ways of enhancing this group's knowledge of Community Education. The board of education should entrust this group with the complete exploration of this topic and charge them with the responsibility of recommending further action by the board of education. (Minzey and LeTarte, 1974, p. 48)

4. Test the idea If the study committee decides that community education is a concept they would support and recommend for their community, they must next recommend a basic plan for implementation. A small community may want a system-wide program, while a large system may prefer to start with one or two pilot schools. The committee should also address

> such things as staffing (full and part-time), financing, and a time schedule for implementation .... Once the committee has completed its activities, it should report its findings and recommendations to the board....If the board is supportive, it is safe to proceed with implementation, but if the board is negative or even "lukewarm" in their acceptance, more effort will have to be made to educate and convince the board of the necessity for Community Education. (Minzey and LeTarte, 1974, p. 50-52)

5. Get commitment "Huberman and Crandall (1983) remark: ....(adoption and implementation) are lost without deliberate attention to the institutional steps that lock an

innovation into the local setting. New practices that get built into the training, regulatory, staffing and budgetary cycle survive; others don't.'" (Miles, 1983, p. 14) Therefore, if the board is supportive of community education, certain steps should be taken immediately to begin "institutionalizing" the concept. A formal resolution of acceptance should be drafted and passed by the board. Community education should be included as a line item in the school system budget. Schools names may be officially changed to carry the community school designation. Finally, plans should be set in motion to search and interview for a community school coordinator.

6. Formally begin the program Once a coordinator is hired, the program is viewed by the community as officially begun. Because this coordinator "will be the key person in the future development of the program...success is dependent upon the characteristics of the person involved." (Minzey and LeTarte, 1974, p. 53)

It is ideal that the coordinator be trained and experienced and have the right personality and attitude to meet the demands of facilitating all aspects of community education. Since it is not always possible to find such a person, Minzey and LeTarte suggest that someone "with the appropriate characteristics should be identified and then provided appropriate training." (p. 54) Because community education is such a complex philosophy, it is essential that this person receives extensive in-depth training to the

point of true understanding, acceptance and internalization of the principles involved.

7. Structure for input and planning "Advisory councils have been a key element of community education as long as there have been organized community education programs." (Zemlo et al., 1989, p. 15) Seay calls advisory councils with lay representation "the lifeline of community education." (1974, p. 185) But he also stresses that to provide real communication, councils must be involved in needs assessment, policy formulation, decision making and evaluation. Kerensky and Melby state that in community education,

> we are groups solving problems together....individuals are not dependent on the one great leader. The leader is not required or expected to have all the ideas, a solution to every problem. His "know how" consists of "knowing how" to create "the climate" in which all members of the group are encouraged to be creative. When people are free to dream, when they can make their dreams visible without fear, there will be no dearth of ideas. (1975, p. 158)

Walling warns that if schools are to cope with the "demographic trends that already are radically reshaping American education, school leaders will need to...produce outreach programs to bring citizens with little or no vested interest in schools into the public education forum." (1988, p. 178) He sites as the most promising, groups such as business and the elderly.

8. Establish on-going training A community education coordinator who promotes life-long learning must model that behavior. A leader in this field must promote continuous

education for all people involved--school and system administrators, teachers, lay citizens, as well as himself/herself. Miles reminds us that it is naive and self-defeating to assume that just because an innovative program is "good," that it will somehow just stay around. (1983) On the contrary, all participants need nurturing, support, assistance, staff development, and formal training programs on a sustained basis. This helps "build in" the concept so that it is inherently a part of school and community life. In addition, there are always new levels of understanding to be reached in studying the philosophy of community education and new ways of looking at one's community in relation to the changes and evolution it presents.

9. Nurture rapport The coordinator must be very visible in the community, personally building trust and friendship with all. "He need not share all the ideas and prejudices of the community, but he must understand them all." (Minzey and LeTarte, 1972, p. 38) While aggressively working in this area, the coordinator also discovers the organizational structures of the community, the political workings, the needs, and available resources.

10. Start simply In the early stages of community education, it is best to deal with what can be understood. Anyone who has seen a program in action remembers the schools being open at night with a variety of activities for all ages. This is usually the initial expectation and it

will bring an immediate satisfaction, approval, and recognition for a new effort. It will also provide "the atmosphere for future positive expansion of Community Education." (Minzey and LeTarte, 1972, p. 58)

11. Make programs reflect community needs At this point, programs are visible; an advisory council is formed which is representative of the community's makeup; and people begin to understand that they now have in community education, a vehicle for making their needs and wants known to someone whose job it is to respond. Some type of formal needs assessment is recommended at this stage with input and assistance from the advisory council. If community education truly responds to its own people, its services and programs will be unique to that community, capable of inspiring others to similar ventures, but not exportable "as is."

12. Move to new levels in programming At this stage, the program aspect is growing rapidly. All mechanisms are in place and the proper groundwork has been laid. This is the time to expand to more comprehensive projects, to push for deeper change, to address the "real" problems of the community. Zemlo et al. see the coming generation of community education leaders focusing on "programs and services (that) will be increasingly oriented toward addressing specific social and economic problems." (1989, p. 15) Minzey and LeTarte feel "the ultimate value of Community Education lies in its ability to bring about

change and subsequently resolve community problems....This type of development is the hub of Community Education and the ultimate in achievement....the level to which all communities should aspire." (1974, p. 61-62)

13. Move to new levels of personal ownership The initial excitement of a new program may eventually give way to a period of dispiritedness. Not as many people seem interested. Those who are involved may not seem as commited. Momentum and performance wane. People seem to be satisfied with the status quo rather than interested in working toward real change. This is the time to regroup and reconsider goals and objectives. This planned revival may also include more training or a community study. Some people may leave permanently and others with fresh ideas and new perspectives may join in. Once recommitted to the ideals of community education, the new group is regenerated, often practically starting over, truly owners in the system, internalizing more every day the principles that they espouse. (McClure, 1988)

14. Contribute to the knowledge base Those who move through the process, develop new levels of understanding and experience first-hand the successes and rewards of community education involvement are now in a position to be leaders themselves. John Gardner writes, "Perhaps the most promising trend in our thinking about leadership is the growing conviction that the purposes of the group are best served when the leader helps followers to develop their own

initiative, strengthens them in the use of their own judgment, enables them to grow and to become better contributors....leaders who strengthen their people and have a gift for institution-building may create a legacy that will last for a very long time." (1988, p. 61)

Implications for Site-Based Management

School principals considering site-based management and even those who have already started the process of change often have concerns about the issues of change, power, innovation, and outcomes. As in community education, the use of participatory decision-making means that you--the principal as facilitator--never know exactly what the programs will look like because those determinations are made by the whole group as they examine and respond to needs. Any initial insecurity will fade as you learn to trust that the process will always work for the "best," that is, meeting your own community's identified needs in a way in which all will feel involved and committed to the success of each endeavor. Continued use of the process builds success. Success builds a trust in the process. Trust and success build a reliance on the use of this process as your preferred new way of operating.

In looking back over the evolution of community education, there are a number of things we know to be true regarding change, power, innovation, and outcomes in relation to the model of implementation presented in this

paper. A veteran community education coordinator, then, might offer the following ten statements as truths on which a new site-based management principal could rely:

1. At the beginning you may feel like you don't know what you're doing. No matter how many workshops you have attended, how many books you have read, or how prepared you may feel, when the final directive or permission comes to "go ahead and begin site-based management," it can be very unsettling. You suddenly realize this will not happen with one simple straightforward action as in throwing a switch. All your exciting ideas may now seem vague and your plans, muddled: you only know that you must somehow begin something, somewhere.

How does one start? First, you must have a written plan that incorporates what the literature says about change in general and the implications for your concept specifically. The model put forth in this paper has evolved from the trial and error of community educators over the years and its studied analysis by leaders in the field. This step-by-step plan to implement community education could also be used to initiate site-based management. Specific activities are dictated by that plan and appropriate behaviors result from those activities. For instance, the principal sees one of the first steps is "to provide a structure for input." This dictates that s/he set in motion the process to appoint and train a school council. As a result, the principal approaches the faculty

to jointly plan goals and objectives for this beginning activity. Following such a plan makes it possible to simply put one foot in front of the other, taking one focused and manageable step at a time.

2. <u>You will change. Your role will change</u>. In following the recipe laid out for you, you will "talk the talk" of your new innovation. This is very important in modeling new ideals for others and in internalizing the concept for yourself. As in community education, it is not "mine," but "ours;" not "sponsored by," but "co-sponsored with;" not "solving problems," but "developing problem-solving mechanisms." These distinctions are important. One day you will realize that where yesterday you were merely practicing new skills, today you are actually feeling yourself in a new role. Yesterday you were practicing facilitating skills. Today you are a facilitator.

3. <u>Your program will change.</u> The basic principles of community education are relatively simple. They have not changed in the sixty years since the ideas of Elsie Clapp and Frank Manley dramatically changed the way in which we think about education. However, there are as many different community education programs or models as there are community education sites and this is because programming is based on the needs of the community. For the same reason, your program will not look like that of another school's, and may itself change significantly from year to year. When

you look around and hardly recognize the place, it means you are doing something right.

4. The change you experience will not be superficial, but transformational. Community education coordinators have often heard, "get them in; get them interested; get them informed; get them involved." But one must realize that once this actually happens, they can't go home again. Everything will be different from that point on. Olsen and Clark made this analogy: "One should not visualize a community school program as frosting placed on the existing educational cake. Community education is 'the cake'...a new cake. Community education envisions a new educational cake...with a new recipe, new ingredients, and totally new dimensions." (1977, p. 102) And so it is for site-based management. This is not a simple add-on component to what exists. It is a transformation of the present structure to something new entirely.

5. Seeing results from these earthshattering changes will take time. Glickman has worked closely for many years with schools involved in making the major changes involved in school reform. His comments here apply as aptly to community education as they do to site-based management:

> A friendly and supportive critic of mine often chides me with the comment that our demonstration schools... are focused on the process of school improvement -- decision-making procedures for setting goals, developing action plans, and assessing effects--and not on the radical or innovative substance of change....I believe what he has in mind are easily observable, technological changes that would "blow your socks off."...Although some of our schools are breaking out of conventional modes and moving into some of the areas

> that involve "substantial" changes, to most onlookers they still look like ordinary schools....empowered schools are better because of the way that teachers, administrators, and students treat one another. Over time, empowered schools will achieve many of their goals. Equally important, the way that people work together in empowered schools is a sign of what is possible for the next generation....In the end, education comes down to what happens between teachers and their students. (1990, pp. 74-75)

6. <u>You will submerge yourself so that others can grow</u>.

Minzey and LeTarte say that one of the first things a coordinator must do is "to analyze his own goals and motives....He must be sure that his goal is the self-actualization of the community and not one of self-aggrandizement....If he is successful, the group will develop no dependency on him and will often not recognize his total contribution nor his later absence from the group." (1972, p. 37) The implications for the site-based management principal are the same as for the coordinator. S/he must routinely revert to the background, letting others have the limelight and take the bows; must be humble, always pointing out the achievements of others; must even be reticent about offering advice or opinions so that others can discover ways to do things. Olsen and Clark point out that people using this approach are "facilitative leaders," a role essential for principals changing to site-based management. They state that these leaders "make it possible for others to emerge and assume responsibilities. They help people become as involved in task development and completion as they wish to be involved and encourage them to apply

their skills and creative thinking to mutually determined goals." (1977, p. 136)

7. <u>You will be more powerful than ever before</u>. The coordinator's position brings a body of information and knowledge to him or her to which other people do not have access. Because of the coordinating nature of the job, the community educator knows of needs and resources not connected with just one agency, but of all community organizations. Because of extensive contact with the entire community, the coordinator hears and sees things which others miss. And because of this broad-based exposure, s/he can make connections that would elude others. Just having access to all this knowledge is power. But in addition, people begin to realize the extent of the coordinator's vision and understanding and his/her skills in group process, that is, the ability to bring people together effectively to accomplish a mission. They attribute to the coordinator, then, a unique understanding and ability and begin to seek him/her out for assistance.

The coordinator is also seen as a facilitator who is impartial and unconnected with any one interest, having instead, a genuine interest in community enhancement generally. In this role, s/he is often approached to mediate politically charged situations. Finally, the coordinator helps build community and empower people. S/he knows and works with people from every segment of the community, having essentially, a grass-roots power base that

any political leader would envy. Ironically, all these situations result from relinquishing one's traditional source of power.

School principals, as change agents for the new order, experience the same thing: the empowerment of education and knowledge as opposed to the empowerment of authority. The results are "heady," a bearing of power that is not only much greater, but also much more profound and energizing than that of the traditional role.

8. <u>You will no longer be blamed for mistakes</u>. It is part of community education to try new things. Sometimes they work. Sometimes they don't. All the negatives inherent with the idea of failure are now turned into positives associated with experimentation. In considering "why it didn't work," the group looks back to it's own process rather than seeking to blame mistakes on the personal deficiencies or ineptness of an autonomous leader. Because failure is legitimized by assuming that it is inherent in the exciting process of exploration, you and your teachers will feel more free to engage in brainstorming, risk-taking and other creative activities.

9. <u>You will live the good life</u>. Community education is a movement that promotes values similar to those of site-based management. Like community educators, principals of site-based management must model those values in word and action. They must exhibit high expectations, believing that the community has the resources and processes it needs to

solve its problems and improve its quality of life; that each individual has the capability and potential for leadership; that all people, young and old, can and should learn from each other; that skills can be built and effective action can be developed. (Fish, 1985)

Both the community educator and the principal, then, should provide opportunities for all to be involved; promote a warm and caring atmosphere, a sense of community; emphasize "we," not "I;" share the credit; be open, accessible, welcoming and inclusive; and celebrate successes, both individual and community. (Fish, 1985)

10. <u>You will feel good about yourself and your job</u>. As in a school setting, all goals in community education are thought of in behaviorial terms: how to change the behavior and the lives of people and communities. To bring this about, the coordinator's job includes identifying needs and resources. Soon s/he looks at everything in this framework. In the process, one cannot help but be keenly aware of the "have-nots." The coordinator tends to focus on the handicapped person, the poor person, the undereducated person, the frail elderly person. In daily living, the coordinator gravitates to these people on a one-to-one basis and incorporates their troubles into his or her thinking which feeds into the group planning.

The focus on process in both community education and site-based management is especially helpful in bringing all planning back to the specific needs found in the local

setting. It not only keeps the programs relevant, but it also raises the consciousness of program providers over and over. To become aware of needs, incorporate them into a change process, and to see meaningful results which better the lives of the traditionally underserved is to feel especially good about yourself and your job.

Conclusion

Community education and site-based management have similar principles and find in their movements the same sense of mission: "creating ownership for those responsible for carrying out decisions by involving them directly in the decision-making process." (Harrison et al., 1989, p. 55) Because of these similarities, both could employ the same basic strategy for implementation.

There are, however two areas of possible conflict that would have to be resolved if site-based management were to use the implementation model described in this paper:

1. In its emphasis on promoting shared power through decision-making, the literature on site-based management often leaves one feeling that the principal is to give up his/her power to take on an equal role with that of teachers. Examining site-based management in light of what we know about community education suggests that this would be disastrous. In the community education model, the principal's role as leader would not be diminished although it would change drastically. S/he becomes the change agent,

the counterpart to the community education coordinator. S/he becomes the facilitator of process, the builder of people; the coordinator in directing the change effort. Although his/her role is different and derives from a new source of power, the principal still has a very powerful and essential position.

2. If the principal is to be the key person in the development of site-based management at his/her school, it is essential that this person have the skills that are necessary to successfully bring about the intended changes. It is unfair to assume that a principal, by virtue of his/her education and certification already has these skills. The principal must be thoughly trained before beginning site-based management, and must be provided access to continued related professional development thereafter. Newly-developed graduate courses, training workshops, internships and networking for the principal will be a vital component in assuring the success of site-based management. Community educators have usually received their specialized training, not through traditional education courses, but through programs of their own design which include a group-process emphasis with topics such as: identifying community resources; developing needs assessments; working with advisory councils; parent involvement; strategic planning; the decision-making process; community relations; public relations.

It is recommended that in the future study of site-based management, further consideration be given to these two areas: the nature and necessity of power and leadership as it relates to the new role of the site-based management principal, and the appropriateness of training and education available to principals compared to the skills required by their new roles.

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